

Message Text

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INFO OCT-01 ISO-00 L-03 DODE-00 PM-07 CIAE-00 INR-10

NSAE-00 RSC-01 OMB-01 SS-15 NSC-10 PRS-01 DRC-01

TRSE-00 EUR-25 /095 W

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R 142136Z SEP 73

FM AMEMBASSY NASSAU

TO SECSTATE WASHDC 4613

INFO CINCLANT NORVA

C O N F I D E N T I A L SECTION 1 OF 2 NASSAU 1314

CINCLANT FOR POLAD

E. O. 11652: GDS

TAGS: MARR US BF

SUBJ: NEXT PHASE OF BASE TALKS -- CONVERSATION WITH MINISTER

ADDERLEY

REF: (A) NASSAU 1293; (B) STATE 178786

BEGIN SUMMARY: AMBASSADOR AND EMBOFF MET SEPTEMBER 14 WITH MINEXTAFF PAUL ADDERLEY AND PERMSEC ORIS RUSSELL TO MAKE APPROACH REQUESTED REF B CONCERNING NEXT PHASE OF BASE TALKS. MINISTER SUGGESTED DATE OF OCTOBER 24 FOR BEGINNING OF NEXT PHASE AT AMBASSADOR-FOREIGN MINISTER LEVEL, FIRM DATE DEPENDING ON PROMPT RECEIPT OF TECHNICAL SURVEY TEAM REPORT (SANITIZED VERSION) AND COMMUNICATION TO U.S. OF NATURE OF GCOB QUESTIONS AND CONCERNS RE U.S. DRAFT AGREEMENTS. END SUMMARY

1. AMBASSADOR NOTED THAT HE WAS CALLING UNDER INSTRUCTIONS TO REVIEW STATUS OF BASE TALKS AND TO WORK OUT HOW WE PROCEED FROM HERE. HE SAID THAT THE U.S. PREFERRED THAT FURTHER DISCUSSIONS THIS SUBJECT TAKE PLACE ON BILATERAL BASIS BETWEEN AMBASSADOR AND MINISTER OF EXTERNAL AFFAIRS. HE INDICATED IT WAS REASONABLE TO EXPECT THAT PARTICIPATION OF EXPERTS MIGHT BE NEEDED AT SOME POINTS, BUT THAT SUCH EXPERT DISCUSSIONS

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WOULD TAKE PLACE WITHIN UMBRELLA FRAMEWORK OF AMBASSADOR-

MINEXTAFF, WITH ISSUES REFERRED TO THIS LEVEL FOR DISCUSSION AND RESOLUTION AS NECESSARY.

2. AMBASSADOR REVIEWED DEVELOPMENTS SO FAR ON BASE NEGOTIATIONS LEADING TO JULY CARRY-OVER AGREEMENT. HE RECALLED MAY 28 TABLING OF U.S. DRAFTS ON BASE AND OPERATING RIGHTS AND ON STATUS OF FORCES, AND STATED THAT U.S. STILL AWAITED FORMAL GCOB REACTIONS. PENDING SUCH RESPONSE, AMBASSADOR SAID IT DIFFICULT TO SAY WHETHER AND WHAT TYPE OF U.S. EXPERTS WOULD BE NECESSARY FOR FURTHER DISCUSSION OF DRAFT TEXTS, AND IN FACT HOW MUCH FURTHER DISCUSSION OF TEXTS WOULD BE REQUIRED.

3. HE NOTED THAT U.S. AND GCOB APPEARED FAR APART ON QUESTION OF QUID (\$500,000 SUGGESTED BY U.S. VS. \$5 MILLION SUGGESTED BY GCOB). THIS DIFFERENCE LED TO OUR JUNE 22 INDICATION WE WERE PREPARED TO SEND U.S. SPECIALISTS TO EXAMINE WITH BAHAMIAN OFFICIALS BAHAMIAN SURVEILLANCE AND TECHNICAL CAPABILITIES, WITH IDEA FINDINGS RESULTING FROM THIS EXAMINATION BE TAKEN INTO ACCOUNT WHEN ARRIVING AT DEFINITIVE AGREEMENT. U.S. TECHNICAL TEAM HAS PERFORMED ITS SURVEY AND WAS NOW PREPARING REPORT, WHICH WOULD, WE HOPE, CONTRIBUTE TO RESOLUTION THIS ISSUE. AMBASSADOR EXPRESSED CONFIDENCE IN JOB TEAM HAD DONE AND SAID HE HOPED WE COULD REVIEW ITS REPORT WITH GCOB WHEN IT BECOMES AVAILABLE AND DISCUSS SPECIFIC ITEMS OF EQUIPMENT AND TECHNICAL ASSISTANCE THAT MIGHT BE PROVIDED OVER A PERIOD OF YEARS, RATHER THAN FOCUSsing ON MONEY TOTALS. HE RECALLED THAT "RENTAL" WE PERMITTED TO PAY BY LAW AND POLICY MUST NOT EXCEED FAIR RENTAL VALUE OF LAND BEING USED. WHILE NOTING THAT QUESTIONS OF ADEQUACY OF U.S. DRAFT TEXTS AND NATURE OF FUTURE U.S. ASSISTANCE WERE PROBABLY INTER-CONNECTED ULTIMATELY, AMBASSADOR SAID HE PERSONALLY SAW NO REASON WHY THEY COULD NOT BE DISCUSSED ON SEPARATE TRACKS TO AVOID UNNECESSARY DELAYS.

4. AMBASSADOR INDICATED HE SAW NO REASON WHY DEFINITIVE AGREEMENT COULD NOT BE REACHED IN ADVANCE OF DECEMBER 31 DATE INDICATED IN CARRY-OVER AGREEMENT. HE PROPOSED THAT HE AND ADDERLEY BEGIN FURTHER DISCUSSIONS EARLY IN OCTOBER AFTER ADDERLEY'S RETURN FROM THE UNGA, BY WHICH TIME THE TECHNICAL SURVEY TEAM'S REPORT SHOULD BE IN HAND, AND EXPRESSED THE CONFIDENTIAL

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HOPE THAT BY THE END OF OCTOBER BOTH SIDES WOULD HAVE A CLEAR IDEA WHAT, IF ANY, PROBLEMS REMAIN FOR RESOLUTION.

5. ADDERLEY RESPONDED THAT HE TOO PREFERRED BILATERAL DISCUSSIONS AND RAISED NO OBJECTION TO THEIR BEING CONDUCTED ON THE AMBASSADOR-FOREIGN MINISTER LEVEL. ON THE QUESTION OF DATE, HE SAID THAT IT WAS DIFFICULT TO KNOW WHAT THE SUBJECTS OF DISCUSSION WOULD BE UNTIL THE U.S. TECHNICAL SURVEY TEAM'S

REPORT HAD BEEN RECEIVED. ON THE OTHER HAND, HE DID NOT WANT TO PUT OFF THE BEGINNING OF THE NEXT ROUND TOO LONG. HE SAID THAT OTHER COMMITMENTS WOULD MAKE IT DIFFICULT FOR HIM TO PREPARE FOR DISCUSSIONS BEGINNING BEFORE THE THIRD WEEK OF OCTOBER.

6. ADDERLEY PROPOSED A TENTATIVE DATE OF OCTOBER 24. BY THAT TIME, HE SAID, THE BAHAMIAN SIDE COULD REVIEW BOTH THE SURVEY TEAM REPORT AND THE MAY 28 U.S. DRAFTS. HE SAID THAT THE GCOB WOULD LET THE EMBASSY KNOW AS FAR IN ADVANCE OF OCTOBER 24 AS POSSIBLE WHAT QUESTIONS AND PROBLEMS THE BAHAMIANS SEE IN THE U.S. DRAFTS. CONCERNING THOSE DRAFTS, ADDERLEY ACKNOWLEDGED THAT THE U.S. HAD DONE ITS PART AND THAT IT WAS NOW UP TO THE GCOB TO GET TO WORK AND REVIEW THEM. THE AMBASSADOR SAID THAT THE BALL WAS IN THE U.S. COURT INSOFAR AS THE SURVEY TEAM REPORT WAS CONCERNED, AND WE WOULD UNDER-TAKE TO GET IT TO THE GCOB WELL BEFORE THE OCTOBER 24 DATE. ADDERLEY AND THE AMBASSADOR AGREED THAT THEY WOULD CONFIRM THE OPENING DATE OF THE NEXT PHASE ONCE THE REPORT HAD BEEN SEEN BY THE GCOB AND ONCE THE GCOB HAD GIVEN THE EMBASSY AN IDEA OF WHAT ITS REACTIONS TO, AND FURTHER QUESTIONS CONCERNING THE MAY 28 DRAFTS MIGHT BE, AND THEREFORE WHAT ASSISTANCE MIGHT BE NEEDED FROM WASHINGTON IN NEXT PHASE.

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INFO OCT-01 ISO-00 L-03 DODE-00 PM-07 CIAE-00 INR-10

NSAE-00 RSC-01 OMB-01 SS-15 NSC-10 PRS-01 DRC-01

TRSE-00 EUR-25 /095 W

----- 113480

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7. ADDERLEY AGREED THAT IN THE NEXT PHASE IT WOULD NOT BE NECESSARY TO INITIAL ANY ONE PART OF A DEFINITIVE AGREEMENT BEFORE PROCEEDING TO ANOTHER, BUT THAT THE TWO SIDES COULD PROCEED FROM ONE AREA OF GENERAL AGREEMENT TO THE NEXT. HE EXPRESSED CONFIDENCE THAT DEFINITIVE AGREEMENT COULD BE REACHED WELL BEFORE DECEMBER 31.

8. COMMENT: SIGNIFICANT THAT ADDERLEY DID NOT RAISE ARCHI-PELAGO ISSUE IN CONTEXT OF BASE NEGOTIATIONS. THIS HAS BEEN CONSTANT THEME IN PREVIOUS STAGES OF DISCUSSION. HE DID COMMENT AT CONCLUSION OF MEETING THAT HE HAD DOUBTS ABOUT SUCCESSFUL MULTILATERAL RESOLUTION OF LOS QUESTIONS IN GENERAL SINCE "WHEN THE US AND USSR AGREE ON AN ISSUE, THE ENEMIES OF EACH MAY JOIN FORCES." ADDERLEY SEEMED DETERMINED THAT THE GCOB GET TO WORK ON THE U.S. DRAFTS AND BEGIN THE NEXT PHASE SOON, COMMENTING WITH A LAUGH THAT U.S. EAGERNESS TO PROCEED SUGGESTED DESIRE TO MAKE CLEAR THAT IF THE DECEMBER 31 DATE IS NOT MET "IT WILL BE THE BAHAMAS' FAULT, NOT YOURS."

9. ADDERLEY ALSO RAISED QUESTION OF TERMINOLOGY, INDICATING SOME SENSITIVITY TO USE OF WORD "BASES". AMBASSADOR INDICATED THAT "FACILITIES" OR "INSTALLATIONS" MORE ACCURATE AND AVOIDED IMPLICATION OF COMBAT OR COMBAT-RELATED MISSIONS SINCE OUR

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FACILITIES HERE WERE IN FACT MORE ORIENTED TO RESEARCH AND SURVEILLANCE. ADDERLEY ALSO PROBED ON NATURE OF INITIAL US-UK 1941 LEND-LEASE AGREEMENT, IMPLYING THAT IT MIGHT HAVE REPRESENTED A DIVISION OF THE SECURITY BURDEN BETWEEN US AND UK BETWEEN NORTH ATLANTIC-CARIBBEAN AREA, AND THUS, BY INDIRECTION, RAISING QUESTION OF U.S. SECURITY RESPONSIBILITIES VISA-VIS BAHAMAS. WE WOULD APPRECIATE RECEIVING, FOR BACKGROUND, ANY HISTORICAL INFORMATION OR COMMENTS DEPARTMENT MIGHT HAVE ON NATURE OF THIS DEAL, SINCE THIS TACK MIGHT BE PURSUED FURTHER. GCOB MIGHT AT SOME POINT SURFACE ANEW ITS INTEREST IN A NATO OR MORE FORMAL BILATERAL SECURITY ARRANGEMENT WITH U.S. SPIERS

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Message Attributes

Automatic Decaptoning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: CONSCRIPTION, MILITARY PERSONNEL, ARMED FORCES, VOLUNTARY MILITARY SERVICE
Control Number: n/a
Copy: SINGLE
Draft Date: 14 SEP 1973
Decapton Date: 01 JAN 1960
Decapton Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: golinofr
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1973NASSAU01314
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS SPIERS
Errors: N/A
Film Number: n/a
From: NASSAU
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1973/newtext/t19730934/aaaaaytx.tel
Line Count: 211
Locator: TEXT ON-LINE
Office: ACTION ARA
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 4
Previous Channel Indicators:
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: (A) NASSAU 1293; (B) STATE 178786
Review Action: RELEASED, APPROVED
Review Authority: golinofr
Review Comment: n/a
Review Content Flags:
Review Date: 16 JAN 2002
Review Event:
Review Exemptions: n/a
Review History: RELEASED <16-Jan-2002 by kelleyw0>; APPROVED <05-Feb-2002 by golinofr>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: NEXT PHASE OF BASE TALKS -- CONVERSATION WITH MINISTER ADDERLEY
TAGS: MARR, US, BF
To: STATE
Type: TE
Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005